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writers themselves.
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- 2 MS. KADERLY: They're supposed to be. We're
- 3 supposed to be doing that, yeah.
- 4 MR. HITTE: Right. Right, that's all others.
- I just wanted to say, are you saying
- 6 you'd like to see EPA house a Web site that would
- 7 have all of the Title V permits issues?
- 8 MR. HARLEY: Yeah, I think that that would be
- 9 a wonderful idea.
- 10 MR. HARNETT: Keri Powell.
- MS. POWELL: Hi, Keith. Thank you for
- 12 coming.
- 13 You spoke a lot about the need to
- 14 utilize the compliance schedule aspect of Title V
- more effectively.
- 16 Have you ever seen a permit that is
- 17 using the compliance schedule requirement in a way
- 18 that you think is effective?
- MR. HARLEY: No.
- 20 MR. HARNETT: Thank you very much for your
- 21 time.
- MR. HARLEY: Thank you.
- MR. HARNETT: Appreciate you coming in.
- 24 The next speaker is Dale Kalina from

1	RR Donnelley.
2	MR. KALINA: Good afternoon. My name is Dale
3	Kalina. I'm with RR Donnelley Company. I've got
4	about 19 years' experience in the printing
5	industry, working primarily on issues dealing with
6	air and air permitting for our facilities across
7	the country.
8	I've also been fairly heavily involved
9	in a lot of industry efforts, including the EPS
10	commonsense initiative, the P4 program, some MACT
11	development on NESHAPs that affect our industry.
12	Our company has approximately 40 FESOP
13	and Title V facilities out of roughly 70
14	manufacturing operations, and these FESOP, Title V
15	facilities are located in approximately 15 states
16	across the U.S.
17	After sitting in the audience for the
18	better part of the day, without the ability to
19	throw in my two cents worth, I felt the need to
20	sign in as a walk-in, and so my thoughts may be a
21	little disorganized. They were kind of scribbled
22	at lunchtime, and hopefully I can read my
23	handwriting. So please bear with me.

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Looking at the sheet that was handed out

1	with some of the questions, how is Title V
2	working, et cetera, I guess from our company's
3	perspective, it is working generally okay. All of
4	our permits, the initial permits at least, for all
5	of our facilities have been issued with varying
6	degrees of effort on our part and on agency's
7	parts, as well as quality and content of those
8	permits.
9	I think the key point is for everyone
10	on this is that we are all still learning how to
11	work the process. There was a huge focus eight or
12	nine years ago, whenever the programs rolled out,
13	in various states on putting together an
14	application and what did an application require,
15	what was the content? All the was it going to
16	be the monster that you know, the 6 three-ring
17	binders that everybody anticipated, or was there a
18	good way to do something smarter than that.
19	Then came the permits and developing the
20	compliance programs, documentation of checks and
21	balances that were necessary there.
22	Now we've got into permit modifications.
23	We've got the permits. How do we make the changes
24	that we need to do as new processes are brought in

Τ.	on time, as new equipment is brought into place.
2	Moving into the renewal process, getting
3	into the CAM requirements, all those sorts of
4	things, it has been an evolution and quite an
5	education, not only for us in the industry but
6	also for the agencies, and obviously based on some
7	of the comments and testimony today, for the
8	general public as well.
9	Where is Title V working well? There
10	are a number of areas where I think we've seen a
11	lot of benefit of the Title V program. We've seen
12	a generally good consolidation of the terms and
13	conditions. I think having all of the
14	requirements in a single document has been a huge
15	help for our understanding of what we need to do,
16	and there has been some streamlining of
17	conditions, although in my opinion not enough.
18	But a lot of the gray areas that I think
19	were included in old construction permits and old
20	operating permits that were just kind of
21	conditions that were out there that nobody paid
22	attention to have received either have been
23	clarified, removed, or at least received the
24	appropriate attention that they require.

1	I think that it's resulted in a better
2	understanding of our compliance requirements, and
3	also by the agencies of what they are expecting of
4	us, and hopefully to the public as well.
5	The awareness level within our
6	organization, I think, has increased incredibly in
7	terms of what the compliance requirements for air
8	permits need to be. This, as someone commented
9	earlier today, used to be the job of the
10	environmental person who got no respect, got no
11	support, and had to do all the work. That has
12	changed significantly.
13	Senior management in our facilities are
14	very aware of what the requirements are. They're
15	very concerned that we're meeting those
16	requirements. They are asking the tough questions
17	of their employees to make sure that the
18	compliance certifications that they are signing
19	off on, on a regular basis are true truly
20	represent what's going on in the facility.
21	And it's brought the anticipated focus
22	on our ongoing compliance. So that people are
23	certainly much more aware that if they're changing
24	processes, if new equipment is coming in, there
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1	are protocols that need to be followed, and I
2	think that's been a huge help in our operations.
3	It's also resulted in much better
4	documentation of compliance. It used to be, you
5	know, with if there was a stack test required
6	every so often and maybe a report, emissions
7	report due once a year, whatever, those things
8	would get done. But in terms of maintenance, in
9	terms of documentation, of other operating
10	parameters, monitoring requirements, et cetera, I
11	think it is really, again, heightened that
12	awareness and made our operations perform better
13	and has put that focus on demonstrating
14	compliance, both internally to our understanding
15	the requirements and demonstrating that
16	internally, but also documenting that on an
17	external basis.
18	Another area I think that has worked
19	well is the availability of information. This
20	kind of piggybacks on some of the conversation we
21	just had.
22	Region 5, I think, has done a great job
23	of posting the Title V permits, FESOP permits, and
24	a lot of construction and other permits on their

1	Web site for the states in Region 5. It's a big
2	help, I think, in getting that access information
3	out to the public, but also looking at what's
4	happening, how other states are dealing with
5	similar issues I think is helpful to us as we
6	approach dates and strategies, and hopefully
7	they're sharing this information.
8	What's working poorly? One of the
9	things that has hit us significantly and certainly
10	in recent times is permit processing time lines
11	for new construction. I do not believe that a lot
12	of agencies had anticipated how new construction
13	permits would be issued and rolled into Title V
14	permits in a timely and effective way, and we've
15	seen a shifting landscape in a number of states in
16	terms of what hoops we have to jump through, what
17	the public comment requirements are for
18	construction, and how that all happens.
19	Obviously, for a lot of organizations,
20	getting a quick approval of the authority to
21	construct a source is very, very important, with
22	long lead times for installation of equipment, and
23	making sure that there is still an effective way
24	for construction permits, for authorization to

1	construct new sources or modify sources is vital,
2	and if that gets dragged down, as resources are
3	pulled away to dealing with Title V issues or
4	whatever, that's a situation that it creates
5	significant problems for industry.
6	Another area is some permits, not all,
7	have a lot of inflexibility built into this. We
8	heard a little bit this morning about flexible
9	permits, and my mantra is more let's not make
10	them more inflexible than they need to be. The
11	changing of emission limitations, for example, is
12	one thing where flexibility has been taken out of
13	existing permits as Title V has rolled around.
14	The what I call the staple approach in
15	permits is an issue, where facilities spent weeks
16	and months of time preparing a, you know, a
17	perfect application only to find out that the
18	Title V permit that they were issued, or basically
19	their old permit stapled together with a few
20	general provisions tacked onto the front or back
21	with some additional monitoring and reporting
22	requirements. A lot of wasted effort on a lot of
23	people's parts.
24	And finally, a lot of pushback that we

1	get from the states is that, "Well, we understand
2	what your issues are. We'd like to help you, but
3	people in Region X will not agree to this, people
4	in RTP will not agree to this, legal will not
5	agree to this," whomever, and so a lot of the
6	issues really hinge on this phantom person, who
7	who nixes every innovative idea that's put forth.
8	Applicability issues in permits have
9	been a concern. One that's come up for us a lot
10	recently is CAM applicability, and this is yet to
11	be resolved, where there are NESHAPs regulating
12	volatile organic hazardous air pollutants, where
13	there has been a mixed response in terms of
14	whether those are appropriate CAM whether they
15	supersede the CAM applicability requirements for
16	VOC sources.
17	Other issues are unreasonable
18	monitoring, as was touched on a little before; the
19	per shift visible emissions is one of my
20	favorites. In Indiana we had a facility that had
21	a permit with once-per-shift visible emissions
22	will be conducted on a variety of sources. We
23	went back to the state and said, "Well, in the
24	winter months in Indiana, the third shift has no
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daylight hours, and also when it rains or snows or 1 2 whatever, doing visible emissions is a problem." The response was, "Well, you know, we 3 4 understand that you will not be required to do it 5 under those conditions," and yet we have a permit 6 that says once-per-shift visible emissions shall be conducted. Again, it creates compliance 8 certification issues. 9 Some general points on Title V. 10 Monitoring has been touched on a lot. There has 11 been some overkill, I think, in monitoring. Proposals that have been put forth where process 12 13 monitors have been -- have been deemed to be 14 compliance assurance monitors. We have tried very 15 hard to build in sort of a Plan B approach to this. So that if our primary monitoring approach 16 17 should fail us for some reason, for example, if we've got a temperature recording and monitoring 18 19 provision, should the monitor fail, we've got something built -- we've tried to build into the 20 21 permit some alternative monitoring proposal so 22 that in situations where the primary monitor 23 fails, we've already got preapproval. And if we 24 conduct the Plan B monitoring, we do not have a

deviation or a permit violation. We've had some

1

2	success in dealing with that.
3	By supplementing things with interlocks,
4	manual recording, other areas, we've had some
5	some effectiveness there.
6	One area that is a very confusing area
7	that I personally find is modifications of Title V
8	permits. What constitutes if I were to be a ten
9	change versus a minor permit modification versus a
10	significant permit modification?
11	We have posed the same project to
12	different people, that is at a given agency, and
13	got three different responses. Had some people
14	tell us that it's an operational flexibility
15	issue; others that it's a minor modification;
16	others that it's a significant modification.
17	I don't think it's understood at all, or
18	by very few people, in terms of what can fall into
19	what category. State of Indiana basically says
20	that any change it has in new recordkeeping
21	requirement is a significant permit modification,
22	regardless of the size of the project apparently.
23	So there is a lot of confusion, a lot of
24	interpretation of those various issues.

1	Timing, as I mentioned earlier, is a
2	huge issue on getting these permit revisions. And
3	if new projects could not be approved in a
4	relatively expeditious fashion, that creates
5	significant problems on businesses.
6	Just kind of a side note, we've had some
7	situations where we have requested permit
8	modifications and have only discovered that the
9	permits have been modified by seeing them posted
10	on the Region 5 Web site. The agency did not
11	bother to send us a revised copy of the permit,
12	which makes compliance certifications a bit of an
13	issue as well.
14	Deviations; I think we've been fairly
15	effective in terms of defining what requires
16	prompt and what doesn't require prompt
17	notification. And basically, you know,
18	recordkeeping issues, et cetera, we've I think
19	we've done a decent job of defining.
20	A question was asked earlier about
21	temperature monitoring on an oxidizer, for
22	example. We've tried where possible to build into
23	the permit some definition of what type of
24	temperature excursion would trigger that, how long
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1	you have to be below that temperature to trigger
2	it, as opposed to every time you get a 15-second
3	dip below the required temperature, is that
4	something that you need to report.
5	Incorporation by reference has been
6	talked a lot about. I guess I'm kind of having
7	heard the discussion, it looks like the citation
8	approach would be beneficial, the most beneficial.
9	We've seen both extremes. Just citing a
10	regulation I find to be an unsatisfactory just
11	the general regulation, comply with subpart X,
12	doesn't help us a lot because we've still got to
13	do the deeper dive to determine what that
14	requirement is, and for compliance certifications
15	do all that homework.
16	But on the other hand, there is
17	obviously no point in cutting and pasting the
18	entire regulation. So citing the applicable
19	requirements of a MACT or an NSPS requirement I
20	think makes a lot of sense.
21	I guess in the interest of time, my
22	final comment really is in regards to the timing
23	issue, and my belief is that there is a need for
24	more general permits, more permit by rule

1 approaches, or more template approaches that could

- 2 be used as a standard for those facilities who
- 3 wish to take that approach, not only for speed of
- 4 issuance hopefully, but also a consistent sort of
- 5 defined and understandable requirements that are
- 6 transparent to the agency and to the applicant, so
- 7 that they can obtain what they need, again, if the
- 8 shoe fits.
- 9 With that, I will conclude my comments.
- 10 Thank you very much.
- 11 MR. HARNETT: Thank you.
- 12 Michael Ling.
- 13 MR. LING: Hi. I appreciate your comments in
- 14 reacting to some of the issues we already heard
- 15 today.
- My question was about your statement,
- 17 the first issue that you identified was that Title
- 18 V is causing delays in permitting for new
- 19 construction, and I just wanted to ask you to
- 20 clarify. Are you saying that it's Title V that's
- 21 adding requirements or adding delays over and
- above the delays that would be otherwise present
- in the construction permitting program? Or was it
- 24 more the shifting of resources that you talked

1	about?
2	MR. KALINA: I think it's a combination of
3	the two. We've had some states that have gone to
4	a single approach, where the new construction
5	permit is also a revised Title V operating permit,
6	and the state of Kentucky comes to mind as one of
7	those. They originally did that. They have since
8	changed that approach a little bit. But in that
9	case, rather than a simple construction permit
10	that would then modify the Title V operating
11	permit with the appropriate public comment period,
12	they rolled that into a single process, which in
13	my mind slowed the issuance of the construction
14	permit by at least 45 to 60 days.
15	They have since now got to an approach
16	where once the draft permit is issued, that
17	construction can begin, and then there is still
18	the public comment period before operation, which
19	is which is a better approach.
20	But there again, some of it it's a
21	learning curve that I think the agencies are going
22	through as well, just how to deal with these
23	issues.

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MR. HARNETT: Bob Palzer?

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MR. PALZER: Thank you very much for coming.

2 It was very good overview. 3 Your company, as a lot of other 4 companies, deal with facilities in lots of 5 different states and different regions. If I missed it, have you noticed differences between different regions, and are R there lessons learned as to what sort of things work better for you in certain places, and are 10 more problematic in others? MR. KALINA: Well, I guess the first -- to 11 answer the first part of your question, I -- I see 12 13 very little consistency between any two states or 14 any two regions that we deal with. Every state 15 has a somewhat different approach. Some of them have been -- have been historically good states to 16 17 work with and continue to be cooperative, 18 responsive. Others have been very slow and 19 continue to be very slow and perhaps are even 20 slower now than they were before. And even within 21 a given region, the differences are significant. 22 I think a lot of it is -- a lot of it is a resource issue. I do believe that a number of

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states are having an extremely difficult time

1	administering the Title V program and all of their
2	environmental programs due to turnover, due to
3	inexperienced staff, and the inability to retain
4	staff. I don't know how many different permit
5	engineers we have worked with for a given facility
6	in one state, where every time we go in with a
7	different application, the whole education process
8	starts over again.
9	It's frustrating at times. You know,
10	obviously you get a new permit engineer who wants
11	to do a good job, and we obviously want them to do
12	a good job, but I think a lot of times they're
13	thrown into the deep end of the pool and are, you
14	know, learning as they go along, and without some
15	experience under their belt, obviously the quality
16	of the work may suffer, the amount of review time
17	may suffer, the workload on a lot of these permit
18	engineers has got to be incredible as well.
19	Also this is one of my favorite
20	stories, totally off topic, but the State of
21	Kentucky a year and a half or so ago decided that
22	they were going to improve their permit issuing
23	process, so they pulled all their permit engineers
24	off issuing permits and put them on some sort of

1 permit improvement team for several months	so
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- 2 that they created this huge backlog for themselves
- 3 by trying to improve their process.
- 4 They're in a very tough position
- 5 obviously. They feel that industry is breathing
- 6 down their neck, that the regions are breathing
- 7 down their neck, and the community organizations
- 8 and environmental justice organizations are doing
- 9 the same. So they feel they're getting it from
- 10 all directions, and obviously they're overworked
- and in many cases I think very much underpaid. So
- it's a tough situation for them.
- 13 But no -- I think there are some
- 14 programs that work well. I don't know how -- I'm
- 15 not -- don't have enough intimate knowledge of how
- the programs are organized to understand why
- they're working better than others, but there are
- some that work very effectively, and there are
- others that, you know, if you can get a permit
- 20 modification done in nine months, you feel like
- 21 you've had a huge success, which unfortunately for
- 22 a lot of businesses could mean the failure of a
- project, with those kind of time lines.
- MR. PALZER: Thank You.

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1 MR. HARNETT: Don van der Vaart.
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- 2 MR. VAN DER VAART: Let me get a little more
- 3 specific. Dr. Palzer is always in the abstract.
- 4 I'm an engineer.
- 5 How many days public notice and how many
- 6 days EPA review go along with a significant
- 7 modification? Do you remember that? Is it --
- 8 MR. KALINA: It's 30 day public, 45 --
- 9 MR. VAN DER VAART: Yeah, I got it. We're on
- 10 the same wavelength.
- 11 Let me ask you in your various -- this
- is great to have somebody here that's got
- 13 facilities in different regions.
- Do all of your significant modifications
- go through a sequential 30-day and then 45-day, or
- 16 are there some --
- 17 MR. KALINA: Generally simultaneous --
- 18 MR. VAN DER VAART: OH.
- MR. KALINA: (Continuing) -- that the 30 and
- 20 45-day start at the same time.
- 21 MR. VAN DER VAART: Interesting. So you
- 22 would say at least in some places you get
- parallel, let's call it parallel processing.
- MR. KALINA: Correct.

1	MR. VAN DER VAART:
2	Okay, Steve, I think you and I need to
3	talk.
4	MR. HARNETT: Richard Van Frank?
5	MR. VAN FRANK: How often have you
6	encountered ghost written permits, meaning there
7	is a state permit writer who claims to have
8	written the permit, but in reality the permit has
9	been written by a consultant someplace else in the
10	world?
11	MR. KALINA: I don't know of any well,
12	if if they are well ghost written, I guess I
13	wouldn't know.
14	The only instance that I am aware of is
15	in Indiana, where they have contracted with an
16	organization in New Jersey to work on permits for
17	them, and they have outsourced a fair number of
18	those permits, I assume just because of resource
19	constraints.
20	But in terms of other states, I do not
21	know for a fact, and in fact generally well,
22	actually I do know that we just got a Title V in
23	Mississippi that was developed by an outside firm
24	So there are at least a couple states that are

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2 MR. VAN FRANK: Well, do you feel there are

3 quality problems with those permits, or would you

4 rather not say?

5 MR. KALINA: To be honest, we've had in-house

6 permits issued in Indiana and we've had the

7 contractor-issued permits. And I would say the

8 level of quality is comparable between the two,

9 without saying whether that's high or low.

10 MR. VAN FRANK: Okay, thank you.

11 MR. HARNETT: Bob Morehouse?

12 MR. MOREHOUSE: You commented, Dale, on the

challenges with changing permit engineers and the

14 education process.

Do you have any sites that have multiple

16 Title V permits? And if so, have they had

17 different permit engineers and challenges that

creates with different views, different engineers,

19 one site?

20 MR. KALINA: We do not have any facility that

21 has more than one Title V facility for the

22 property. We do have a -- three facilities in one

23 geographic location in Pennsylvania that have all

been handled by a single permit engineer, which I

1	have found to be incredibly helpful, especially as
2	that engineer that person has had more
3	experience.
4	Also, those kind of getting back to
5	some of the other points in that situation and
6	in several others, Ohio being another case in
7	point that I can think of, where the permit
8	engineer also comes out and does a routine
9	inspection of the facility, and those type of
10	situations I find to be incredibly more beneficial
11	than if you just got a permit writer who sits at a
12	desk and never has seen an operation and only
13	knows that there is there is a bunch of regs
14	that he has to work into a permit somewhere,
15	without knowing really what's going on.
16	On the flip side of that, we do have
17	in several states we do have multiple facilities
18	with Title V permits, where they've been handled
19	by different permit engineers, and there are some
20	but not I wouldn't say significant differences
21	in how they've been approached.
22	It does appear that there is some
23	there is some inconsistency, but I think in
24	general the approach that has been taken has been

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- 2 facilities. So I'm not seeing huge differences
- 3 within a state.
- 4 Where it does get much more complicated
- 5 are states like Ohio and Pennsylvania, where
- 6 you've got regional offices or district offices,
- 7 where within a given state you may get very
- 8 different approaches to the same type of facility,
- 9 depending on which region you're located in, even
- 10 though you're playing by the same set of rules.
- 11 MR. HARNETT: Keri Powell.
- 12 MS. POWELL: I'd just like for you to discuss
- a little bit further your ideas about making
- 14 significant modifications quicker, and to be more
- specific, I mean, you've said that in general the
- 16 EPA review and the public review takes about
- 17 45 days.
- 18 Can you tell me generally how long from
- 19 start to finish it takes the overall process to be
- done, the amount of time that you think would be
- 21 reasonable for the process to take, and what your
- ideas are for streamlining it?
- MR. KALINA: Well, I need a soapbox for this
- one.

1	The time frames, unfortunately, are all
2	over the map. There have been a few states where
3	processing can be extremely quick, and I will say
4	that the Illinois EPA has been one agency that has
5	been extremely responsive by and large. Where a
6	complete application can be acted upon, and a
7	permit issued for public comment, if one is
8	necessary, oftentimes in less than 30 days.
9	On the flip side of that, there are
10	other agencies where if you get any response
11	within six to nine months, you feel fortunate.
12	In addition to that, even though the
13	comment periods may only be 30 to 45 days, we have
14	had delays and this may sound trivial, unless
15	you're you've got the backhoe out there waiting
16	to start moving dirt around to do the
17	installation where it has taken a week to
18	ten days for the public notice to get out of the
19	agency to be published in the newspaper to begin
20	the 30-day public comment period. We've had
21	instances where once the comment period has been
22	closed with no comments, it's taken two to
23	three weeks for the final permit to be issued.
24	And those types of delays are the absolute
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1	frustrating ones.
2	You know, it's one thing to have a
3	complicated application and take some time to work
4	through and get the permit issued, but to have
5	delays of weeks or a month or more just through
6	administrative bureaucracy is terribly
7	frustrating.
8	There are a few programs that I think
9	have worked very well. As I mentioned, some
10	general permits are permit-by-rule-type approaches
11	for kind of generic sources. You know, a small
12	boiler or something like that. I think has a lot
13	of merit that if you meet certain criteria, the
14	conditions are pretty much established, and it's a
15	fairly simple process as long as you're not
16	triggering some more significant concerns.
17	Indiana, for all of its warts, does have
18	an interim construction permit process that allows
19	a facility with a fairly expedited approach to
20	begin construction of a source, but still requires
21	that the operating permit be modified or issued
22	before operation can begin, and there is some risk
23	to the source in going through that process.
24	But at that, at least for a long-term
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1	project that may take several weeks or months of
2	construction, it gets allows the facility to
3	begin the process, which I think has a lot of
4	merit.
5	As I mentioned, there are some other
6	states now that, and the example of Kentucky that
7	I gave, that at least, again, allows the
8	construction of the source but not the operation
9	until the permit has been modified. That's helped
10	to streamline that process somewhat.
11	But, you know, if in a perfect world,
12	you know, if we could get a from the receipt of
13	a complete application to the issuance of a
14	permit, if we could do that in 90 to 120 days, I
15	think by and large that would make a lot of the
16	issues go away. If we could begin construction in
17	a time frame shorter than that, that obviously
18	would be a huge benefit because there is the
19	urgency to make changes that is very huge, and I
20	don't think we can emphasize that enough.
21	But obviously if there is a requirement
22	for a public comment period, making sure that that
23	can be moved through the system in a timely
24	fashion, without cutting corners, without

1	nealecting	those	requirements	is	obviousl	v

- 2 something else that would be helpful. So anything
- 3 that can be done to eliminate that administrative
- 4 time that it delays without adding any value would
- 5 be very important.
- 6 MR. HARNETT: I'm going to have to cut off
- 7 questions here at this point. Thank you very much
- 8 for coming here.
- 9 I'm sorry. We're going to stick very
- 10 hard to our schedule because we've really taxed
- our court reporter today with a very long day, and
- we still have two speakers to go before the dinner
- hour.
- 14 The next speaker is Brian Urbaszewski of
- 15 the American Lung Association in Chicago.
- MR. URBASZEWSKI: I'll try to be brief. I
- 17 realize it's been a very long day for everybody.
- 18 A lot of what I would cover has probably already
- 19 been touched on by two people who testified
- 20 earlier today; namely, Keith Harley and Faith
- 21 Bugel. So I'll try and keep it plain.
- 22 My experience with the Title V program
- is relatively brief. I've only been involved in
- 24 an effort regarding Title V -- several Title V